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ABSTRACT

Exploratory case study research, conducted in selected Individually Guided Instruction (IGE) elementary home-school environments, focused on four objectives: describe IGE implementation and home-school-community relations, explain objective one in political terms, generate hypotheses, and make recommendations. Approximately 50 interviews were taken in each of four elementary school-communities, chosen because the school-community fit an inert, dominated, factional or pluralist political category. Data analysis indicates that a political conceptualization of home-school-community relations is useful; elementary school-communities vary in political pressure, issue resolution, and acceptance of innovations that was conceptualized in differing zones of tolerance. (Author)

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Home-School-Community Relations as a Political Process: Four Exploratory Field Studies

by

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Using a variety of anthropological field methods, exploratory case study research was conducted on the implementation of Individually Guided Education (IGE*) and home-school-community relations programs and activities at four politically different IGE elementary school-communities. Change-over to an IGE program was assumed to be of significance in the home-school-community environment. However, efforts were not made to determine whether or not change or innovation had actually occurred.[1]

Home-school-community relations or, more commonly, school-community relations, is a term under which at least ten different sets of concepts and literatures may be found, according to Jensen and Staub.[2] An extensive review of the literature on home-school-community relations[3] revealed that a functional approach was often taken, which inordinately focused attention on media, advisory committees, and PTA's, etc. Further review indicated that aside from Summerfield,[4] the neighborhood school had seldom been the unit of analysis in research using a political framework.

The research reported here took on conceptual significance by applying the political conceptual frameworks of community typology, policy process, and zone of tolerance to the analysis of neighborhood school attendance areas. It took on practical significance in analyzing how schools successfully changed over to an IGE program of instruction in different political settings.

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* Individually Guided Education (IGE) is an educational innovation which has grown from nine pilot schools in 1967 to over 2000 schools in 1975. An IGE program is a systematic program of instruction which has the small group as its basic instructional grouping pattern. The IGE program incorporates seven components into its systematic program as follows: (1) diagnostic instructional programming model, (2) multi-unit organizational plan, (3) program of home-school-community relations, (4) facilitative environments including IGE leagues and state networks, (5) evaluation, (6) research and development, and (7) curriculum materials.

A definition of home-school-community relations by Bowles and Fruth served to establish a conceptual base which made it different from previous research in school-community relations. They defined home-school-community relations as the "effective (1) resolution of actual or potential conflict in the home-school-community environment, and (2) allocation of scarce economic resources, differing social values, and unequal political power."[5]

The research had three major objectives:

1. To describe implementation of IGE and home-school-community relations in selected IGE school communities.

2. To explain the implementation of IGE and home-school-community relations programs and activities in three political conceptual frameworks:

   a. Community typology
   b. Policy process
   c. Zone of tolerance

3. To develop recommendations for home-school-community relations programs which may be useful for the practitioner.

Design and Conceptual Framework

The conceptual framework for this research has three interrelated sections: (1) community typology, (2) policy process, and (3) zone of tolerance. Each of these frameworks will be used to analyze data.

An analysis of schools in a political context usually carries with it at least three assumptions. First, the research design is usually explicated in a political systems framework of some sort.[6] Second, individuals in the arena of analysis are seen as political actors with certain advantages, skills, and knowledge.[7] Finally, the actors' actions are normally focused around key issues.[8]

Community Typology

McCarty and Ramsey explored and verified a conceptual model stressing the interrelationships among superintendents, school boards, and communities in THE SCHOOL MANAGERS.[9] The typology included the following community types: (1) inert, (2) dominated, (3) pluralist, and (4) factional (see Figure 1).[10] McCarty and Ramsey employed the model at the district level. This research adapted and refined the model for use at the school attendance level.

Figure 1

McCARTY/RAMSEY MODEL

Community	Board	Superintendent
dominated community/	dominated board/	Functionary - Policy decisions will be controlled by an elite.
factional community/	factional board/	Political Strategist - Policy decisions will be initiated and carried out by the majority.
pluralistic community/	status congruent board/	Professional Advisor - Policy decisions will be made by coalition formation.
inert community/	sanctioning board/	Decision Maker - Policy decisions will fall under the superintendent's aegis.

The inert community is the typical rural environment where politics rests upon trust and acceptance of the status quo. The superintendent in McCarty and Ramsey's model plays a decision-maker role and must "engineer" situations in order to achieve his goals. The board of education usually does little other than rubber-stamp the direction which the superintendent

has dictated.

The factional community usually has some structural reason for factionalism: one side of town versus another; black versus white; "ins" versus "outs". The superintendent in this case is required to swing with the majority on the board of education. He must be a politician and continually be aware of public opinion trends in his district rather than being directly responsible for shaping those trends as is the case of the decision-maker-superintendent in the inert district.

The pluralist community is normally the typical suburban community with an educated, supportive population. The superintendent is the professional policy advisor--a textbook example. Issues will rise and fall, but groups will form on the basis of issue rather than deep-seated, long-time factional differences.

The dominated community is an environment controlled by an elite. The mill town atmosphere where all decisions have to be coordinated through the "boss" might approximate the dominated model. The board of education will be controlled through the political elite, and the superintendent will be a functionary to the elite.

Again, this research used the McCarty/Ramsey model at the school attendance level in the form of working hypotheses based on prior research conducted by members of the Wisconsin Research and Development Center for Cognitive Learning, Home-School-Community Relations Project. Adaptations and findings related to the model at the school attendance level will be discussed later.

The following exploratory questions helped guide the analysis of community typology and the fit of the McCarty/Ramsey framework to the school attendance level.

1. What demographic and socioeconomic characteristics identify the school district and the neighborhood attendance area?

2. Who are the key actors in the neighborhood home-school-community environment?

3. How transient is the home-school-community population?

4. What issues emerged and how were they handled?

5. Did individuals or groups stand out as power centers in the home-school-community environment?

6. What was the manner in which IGE implementation was both explained by school personnel and perceived by parents?

7. Were there physical or otherwise logical reasons for factionalism, dominance, pluralism, or inertness in the school attendance area?

Policy Process

The political variance suggested by the McCarty/Ramsey model would seem to indicate that communities would vary in the policy processes of accepting the innovation. Other conceptual frameworks were considered, but they each seemed to be intra-organizationally oriented[11] and took little account of the total environment.

A four-phased policy process seemed to offer some recognition of the environmental factors of a school organization. Policy process is an accepted framework in legislative policy analysis and offered possibilities for adaptation in the analysis of acceptance of innovations at the local level. The fourth section of the policy process, namely legalization, was changed to "acceptance." The reason for this change is that legalization represented much harder connotations than did acceptance. Field experiences showed that parents might accept program innovation but would not respond with the certainty and finality that legalization seemed to imply. The four phases of the policy process are as follows:

1. Initiation. When, who, and how was the IGE concept presented to the principal/staff, individual school unit, and when, who, and how was the IGE concept presented to the home-school-community environment?

2. Information. What were the types and styles of information flow which spanned the home-school-community environment prior to and during the first year of implementation?

3. Accommodation. What processes, from rational search through persuassion, bargaining, and power play were used to resolve actual or potential conflict over the implementation of the program? The result of the process would appear in a modification of the original programmatic objectives of the school.

4. Acceptance. The consensual agreement among the actors that the IGE program has been accepted in the home-school-community environment.

The following exploratory questions helped guide the policy process analysis:

1. How was the implementation of the IGE instructional program actually managed, and what agreements were made related to that management with district/central office personnel?

2. What was the history of educational change efforts in the district?

3. What was the history of educational change efforts in the particular elementary school?

4. Were there any tax increases or financial upheavals during the implementation of the program?

Zone of Tolerance

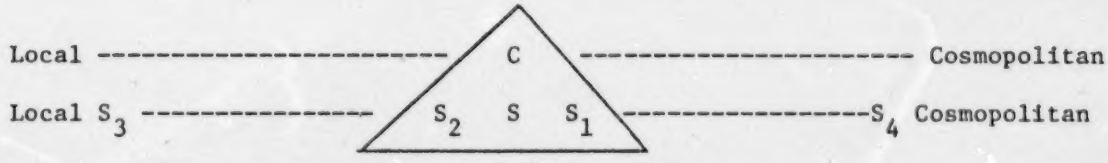
The political variance of the school-communities from the McCarty/Ramsey conceptual framework suggested that school-community environments would accept or be tolerant of innovations in different ways. Zone of tolerance seemed to be a useful concept in educational research literature to capture and crystallize the school, the home, and the larger community in the analysis of change acceptance.

Moynihan and McGivney define the zone of tolerance as "the latitude or area of maneuverability granted (or yielded) to the leadership of the

schools by the local community."[12] Figure 2 shows the community and school in harmony, but also shows how School S_3 may be behind the values and norms of the community and S_4 would be ahead of the values and norms.

Figure 2

Zone of Tolerance



Moynihan and McGivney discuss the possible variance in acceptance patterns from communities described in the literature. Vidich and Bensman's Springfield,[13] for example, would have a zone of tolerance different from Iannaccone and Lutz's Robertsdale.[14]

The McCarty/Ramsey conceptual framework provided political variance and, in turn, suggested different patterns for the promotion and acceptance of innovations. A pluralist school-community environment would accept a change effort in a way different from that of inert school-community. One might expect that trust and respect for the views of educators would play a much greater role in an inert school-community in closing the zone of tolerance than they would in an affluent, highly educated pluralist school-community.

The following exploratory questions helped guide the data collection and analysis of the zone of tolerance.

1. What were the parents' perceptions of the educational leaders?

2. What was the point of initiation for IGE in the district and in the school attendance area?

3. What was the manner of information to the home-school-community environment about the proposed innovation?

4. What were the points of accommodation during implementation?

5. At what point did the innovation seem to be accepted in the home-school-community environment?

6. Based on the above, what was the latitude given to the educational leaders for the implementation of IGE?

Methodology

Iannaccone probably has provided the best definition of field study:[15]

> By field study, I mean a pattern of activities which shares most of the repetitive pattern of sequentially collecting data, analyzing it to develop crude hypotheses which guide the next stage of data gathering, collecting additional data, reanalysis and further hypotheses development, rechecking with additional data collection, followed by continued reanalysis.

According to Iannaccone, field studies benefit from repetitive entries into the data sources. Field methodology for this study best approximates Iannaccone's field methods model of successive periods of data entries and analysis. In-depth, exploratory field studies were on-going in eight IGE elementary schools. Analysis of the preliminary findings allowed repetitive data entries for sound exploratory field work.

Selection of Schools

Final site selection for this research was taken from a pool of schools already under analysis by the Home-School-Community Relations project of the Wisconsin Research and Development Center. A list of schools was nominated by state IGE coordinators from the states in which the Wisconsin Research and Development Center has contractual implementation obligations. The state IGE coordinators were asked to nominate schools which they felt had exemplary home-school-community relations programs, activities, interesting

implementation histories, and they were also asked to be sensitive to ethnic composition and urban/rural considerations, etc. Project members took their initial listings and winnowed their nominations down to fifteen schools in seven states. Each of the schools in this sample of fifteen met minimal criteria for being considered an IGE school.* Eight research sites were selected for project research based on ethnic composition, socioeconomic status, geographical dispersion, population density, and variations known in their home-school-community activities.

Four elementary schools were selected for this research from the eight nominated above. Selection was done after the first round of interviewing and field work had been done by having project members respond to a check-list, which was formulated from criteria used in McCarty and Ramsey's THE SCHOOL MANAGERS and adapted to fit the elementary school environment.

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* Those criteria are: (1) use the IPM (diagnostic curriculum) in at least one curricular area, (2) have an IIC (principal and unit leaders) which meets once a week, (3) have a multi-unit organizational plan school wide, and (4) multi-age group children into the units.

Data Collection

Sources of Data

Data was gathered through anthropological field methods. Field notes and rough drafts of initial case studies from prior research were used to gather basic information. However, the researcher relied on the following sources of data:

1. Interviewing. Both the first phase open-ended interviews conducted by this researcher in two of the four cases and others in the other two cases, as well as a more structured set of second interviews conducted by this researcher were the primary means of data collection.

2. Observation. In both the first phase and second phase of data collection, time was allowed for on site observation of the school and home-school-community activities, such as attendance at PTO meetings, etc.

3. Documents. Principals and related personnel were open and free with documents regarding contractual obligations, personal memoranda, etc.

4. Newspaper Clippings. Either knowledgeables or this researcher searched appropriate newspapers for clippings regarding some historical point in the development of the case studies.

Field Experience

In two of the final four cases, the principal author had conducted or participated in the initial research. In the other two cases he used the field notes, interviews, anecdotal references, and rough drafts of previous researchers. Contacts for further field research on the home-school-community relations research were made to principals and superintendents. In one case, a school dropped out after research was well along and had to be replaced by another school.

A timeline of IGE implementation was formulated from the first set of interviews as well as a pool of reputational, positional, and nominated individuals for later interviewing. Issues and personalities were known

so that further field work could avoid the possible stumbling blocks of the first days in the field.

The researcher went back to the research as an informed outsider with a ready made list of events, personalities, and issues for final field work. Interviews were conducted with some people who had been contacted before as well as new subjects. In each of the four cases, between forty and sixty interviews were conducted in the two phases of interviewing. The information was collapsed into a case study outline from which descriptive case studies were written. Prior to final closure, verificational interviews were conducted at each research site with selected knowledgeable participants.

Case Presentation and Analysis

Inert School-Community*

The implementation of Individually Guided Education in Rural City solved two problems. Declining enrollments were causing longer bus routes, and the elementary principal saw IGE multi-unit elementary schools in his four-room rural schools as an organizational pattern to fill up the schools and shorten bus routes. Secondly, it was a promising innovation in the state and would satisfy the critics of the elementary school program and complete a mandate for "shaping up the elementary schools." That mandate had originated with a set of priorities left by the previous superintendent and influenced the selection of the new superintendent who would play a pivotal role in bringing IGE into Rural City.

Rural City is a center for large farm agriculture in the south-western corner of a midwestern state. The city has a population of 2500 and serves as the nexus for three outlying crossroads, each of which has a four-room school. The high school implemented a modular schedule in the late 1960's and has attempted to develop a curriculum program to complement the organizational change, but the elementary schools were being criticized by progressive board members, including a forward thinking farmer, and the town physician, as being behind the times.

Individually Guided Education was introduced into the system through the superintendent. He encouraged the elementary principal and supervisor,

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* A case study which draws upon the data presented here as Inert School-Community will be forthcoming as "Reorganization in Rock Falls" by William R. Miles and Marvin J. Fruth, Case Six in James M. Lipham and Marvin J. Fruth, THE PRINCIPAL AND INDIVIDUALLY GUIDED EDUCATION, Addison Wesley Publishing Co., Reading, Mass., 1976.

as well as key school board members, to visit neighboring ICE schools. Then the superintendent brought in resource people during the spring semester to inservice staff prior to the first IGE school opening the next fall. Staff at the pilot school had a trial run prior to the closing of the school in the spring. The unit leader selected for the pilot school was not only an excellent teacher and solidly behind IGE but also a life-long resident and well respected by the community. The other two rural school units were to operate in a traditional age-graded fashion. Children were selected for attendance at the pilot school on a geographic basis, but whether by happenstance or design, several board members' children as well as the mayor's children ended up attending the pilot school during its first year of IGE implementation.

Parents first read about IGE in the weekly newspaper, attended the last inservice session, and visited school prior to its opening in the fall. IGE was discussed by teachers and administrators in informal social settings at school; films or formal lectures were not utilized. Stress was laid on what was good for the child, and analogies were drawn to the rural, one-room school. Great trust was placed in the principal, supervisor, and unit leader, who besides being experienced, were life-long residents and well-known in the community. One parent seemed to sum up opinions in this way: "Well, you're the educators, and if you say it's a good program, it must be a good program." A sense of program acceptance seems to have emerged at the Education Week Open House in November.

The only concern of any importance emerged in a rural area of the district when plans were announced that continuing IGE implementation meant busing their children away from their rural center to another school. The decision to re-organize the rural school centers and bus

children across the district had been made jointly by the superintendent, the elementary principal, and the elementary supervisor. The problem at that particular rural center was handled interpersonally by the elementary principal and the board member who represented the area.

McCarty/Ramsey Framework: Inert School Community. McCarty and Ramsey's Inert Community fits the stereotyped rural area. The inert section of their model is as follows:

Inert Community	Sanctioning Board	Superintendent as Decision-Maker

Each of the parts of the model will be analyzed in greater detail to provide a sharper perspective to the efficacy of the model at the school attendance level.

The School-Community. The case for Inert School-Community resting on a bed of trust and values congruent with their educators has already been made. However, the real test came when the rural area dissidents quite vociferously allowed that they would not go against the leadership of the board members who were in favor of the innovation and resultant busing and school reorganization. Moreover, it was unthinkable that any dissident would start a petition or run a candidate against the incumbent board member.

The Principal. The model would suggest that administrator behavior would be that of a decision-maker. Decision-maker behavior was observed in this case when a significant decision was made to continue the IGE implementation and the mandated busing pattern and school attendance area reorganization. Consistently it was noted that administrators made key decisions with little if any need to involve the community. The administrators' decisions were valued trusted in that environment.

The Intervening Board or Advisory Council. Rural City does not have functioning school-community PTA's or advisory councils at the elementary school level. School board membership was on a geographical basis, and each board member represented a school or area of the district. These board members seemed to act along the lines of sanctioning the direction of the superintendent and the elementary principal.

Policy Process

The policy process was readily apparent for analysis in Rural City (see Figure 3). The initiation effort worked because of the inducement of a problematic state--"shaping up the elementary schools." Efforts to solve that problem focused on observing visible and tangible demonstrations of IGE rather than reading about the concept or listening to speakers, for example.

The information phase contained both articles in the local weekly newspaper and attendance at teacher inservice sessions as well. Once again, key board members and community influentials were encouraged to become familiar with the innovation through real life situations: attending inservice sessions, talking with others, etc. One board member may have been particularly influential because he was a member of the "town crowd" social set, including the town physician and others, as well as having credibility with the farmers in his rural area.

The accommodation process included both rational search and persuasion processes. The only possible difficulty rested in the need for school attendance area reorganization and cross district busing. Resolution of that issue had been by presuasion.

Figure 3

Inert School Community

"Staging of IGE Implementation"

INITIATION (June, 1971)

Problematic state introduced by existing superintendent. New superintendent told to "shape up elementary schools." (Fall, 1971) Principal, supervisor and key board members visit IGE schools.

INFORMATION (Spring, 1972)

School-community learns through newspaper, then attendance at inservice sessions.

ACCOMMODATION (February, 1973)

None visible and tangible at school level. Parents are persuaded to have children bused to other schools.

ACCEPTANCE (November, 1972)

Parents at pilot school pleased by end of first marking period.

Acceptance occurred early in the first year of implementation at the pilot school, as has been pointed out earlier. It seems important to emphasize that though parents might have trusted the educators who implemented the program, the fact that their children came home happy and unconfused seems to have been the important factor in acceptance.

Zone of Tolerance

One might expect that the zone of tolerance in Rural City and Inert School-Community would be rather large (see Figure 4). The elementary principal and elementary supervisor had both worked in the district for over thirty years and were trusted by the parents. Several of the parents of Inert School had formerly been their students.

The specific implementation tactic taken by the elementary principal and elementary supervisor was to couch the innovation in terms of what it meant for the children. The elementary supervisor had a favorite analogy of the multi-unit school to the one-room schoolhouse with which the community was familiar.

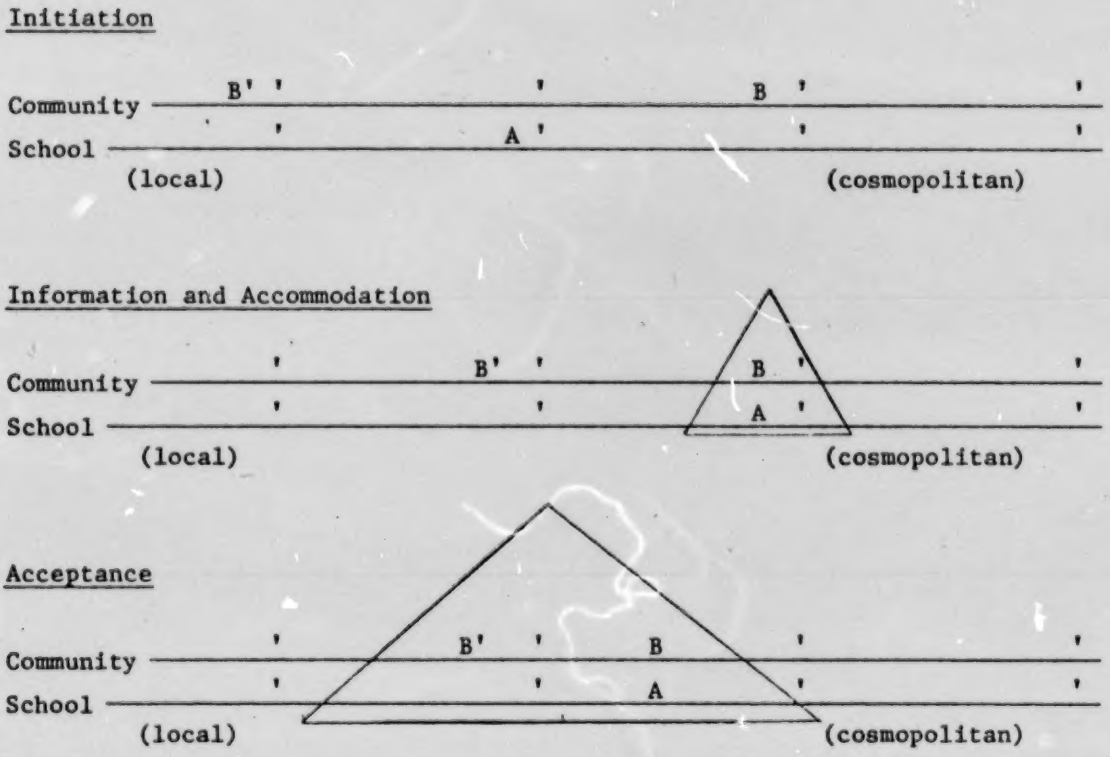
A key aspect to the zone of tolerance in Inert School-Community and Rural City was the aid of designated influentials in the school-community environment. It may or may not have been entirely by chance that several of the board members and the mayor of Rural City's children attended pilot school the first year of implementation. However, they, along with the influential farmer/board member, served as a phalanx to attest to the worthiness of the innovation when plans were made to continue the implementation efforts for a second four-room school the following year.

The triangles in Figure 4 depict the zones of tolerance in Inert School-Community from initiation to acceptance of IGE. The change-oriented board members (B) clearly were ahead of the educators (A) during the

Figure 4

Inert School Community

Zone of Tolerance



KEY

A=Superintendent, elementary principal, elementary supervisor & school staff
B=Change-oriented board members
B'=General community

initiation process. A zone of tolerance emerged during the information and accommodation process which included the change-oriented board members and the educators. In the acceptance process, the general community moved into the zone of tolerance with a sense that the program enjoyed consensual acceptance in the school-community environment.

Pluralist School-Community

Implementation of Individually Guided Education at Affluent School came through the efforts of a dynamic principal who followed a rather old-style educator. Parents in Affluent School's attendance area were demanding a program which was more accountable for measuring students' academic growth, and they fostered a change climate which the dynamic principal capitalized upon.

The suburban community is near the capitol and contains a large number of government employees. It is a very affluent area and among the top per capita income levels in the country. At least half of the families sending children to Affluent School work in Government-related jobs. The parental population is characterized as having a base of long-time residents, along with a group of two to three-year residency transients. The parents are politically adept and would think nothing of cutting through the middle layer of bureaucracy with a well-placed phone call to the decision-maker.

The district is among the most progressive in the country. They annually spend half a million dollars on staff development alone. The district also uses change teams of experienced team leaders and supervisors to enter a school and work at individualizing instruction with the staff for a period of at least two weeks. The older principal had called in the change team for one of these sessions in the fall. A member of the change team was named assistant principal in charge of instruction at that time. She worked with the older principal until the latter's retirement in the spring. IGE represented a more efficient and effective organizational pattern around which an objectives-based curricula and team teaching could be arranged.

For critical parents it represented a means to gain more school accountability. The staff agreed to the direction of IGE; some attempted to participate in IGE training that summer at their own expense. The staff received special training from R & D Center personnel the fall prior to school's opening. Key parents from the Parent Advisory Committee attended as well. The implementation effort was aided by being awarded a state grant and a "pilot school" designation which would use the IGE program to facilitate the instruction of children with learning disabilities.

A few key parents knew the IGE program well, but to the majority of parents the IGE label was soft-pedaled and emphasis was given to what the school was doing for the children. The principal used informal coffees each month to aggressively sell the IGE program and handle any questions from parents. Those most critical of the previous principal and the school's program now served on a PTA Parent Advisory Committee. Parents were encouraged to come to school and work as volunteer aides. Acceptance was probably gained soon among many parents who were anxious for a change in school program, but became assured with the impressive gains in reading and math scores as a result of the implementation of the state grant during the Affluent School's second year of operation.

McCarty/Ramsey Framework: Pluralist School-Community

McCarty and Ramsey's Pluralist configuration resembles the textbook case of the suburban district with well educated parents who elect a concerned board of education which in turn operates with a professional advisor type of superintendent. In summary, their model appears in this way:

Pluralist	Status Congruent	Professional
Community	Board	Advisor

The School-Community. -- The case for Pluralist School-Community rests on ad hoc groups of issue-oriented parents. The parents who served on the Parent Advisory Committee were not the ones who were part of other ad hoc groups. Groups and parental influence arose with the issue, then, and was not part of any overall scheme of dominance or factionalism.

The Principal. -- In Pluralist School-Community the principal did act somewhat as a professional advisor in that she marshalled coalitions through the PTA and her Parent Advisory Council. However, the McCarty/Ramsey model might need some readjustments here, given the autonomous role of the building principal versus the dependence of the superintendent on the school board for guidance and policy direction. One is hard pressed to imagine a building administrator w' . could advise rather than direct school administration. Thus, a professional director rather than advisor might fit the data more correctly than the term "advisor."

The Parent Advisory Committee. -- Membership on the Parent Advisory Committee was solicited on a representational basis. People were on the committee not only because of interest but also due to geographic and philosophical bases. This group, plus the PTA leadership, could serve to work with and mold parental opinion.

Policy Process

Initiation in this case occurred through the new principal and not through the central office (figure 5). Information was supplied in written form to staff, and key parents on the Parent Advisory Committee were involved in the school's preservice. Information was continued through informal coffees and unit meetings with parents during the fall semester.

Figure 5

Pluralist School-Community

"Staging of IGE Implementation Policy Process"

INITIATION (Spring, 1971)

New, dynamic principal reads about IGE and attends awareness conference. She passes written material along to staff.

INFORMATION (Fall, 1971)

Some Parents in school-community are vociferous about the need for more accountability in terms of pupil progress and accessibility of their child's educational program; several of those parents named to Parent Advisory Committee to help guide the new dynamic principal. Key parents attend staff inservice prior to school's opening, and general parent population informed through school coffees and Back to School nights in the fall.

ACCOMMODATION (Spring, 1972)

Designation as a Pilot School and the awarding of a state grant for study of IGE as a resource model helps complete implementation with additional monies for clerical aides and curriculum products. Math and reading made the primary focus of the instructional program.

ACCEPTANCE (Spring, 1973)

Impressive gains in test scores satisfy the school accountability critics and definitely give a sense of legitimacy to the IGE program as a means to gain student academic achievement.

Acceptance might be difficult to discover in a pluralistic community without survey research data. Some parents probably liked the crispness of the IGE organizational pattern and readily saw how the objectives-based curriculum would supply them with data for accountability purposes. However, in this case, it seems likely that parents did not really accept the program until they had statistical proof that their children were achieving under the new system. That proof was readily available in the form of standardized test scores from evaluation of the pilot program in the spring of the second year of IGE implementation.

Zone of Tolerance

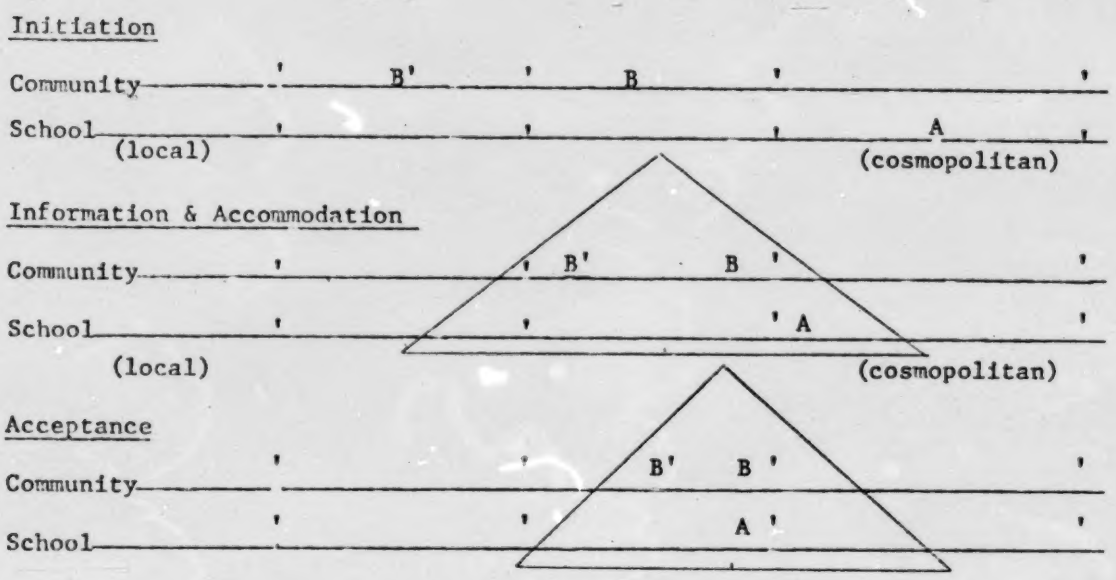
Leadership was granted to the principal and staff at Affluent School on the basis of expertise and belief that their efforts towards individualizing instruction would meet the parental concerns for accountability and pupil progress data. IGE was presented as a systematic means of assuring a better educational program for their child. The multi-unit organizational pattern and, in particular, the diagnostic curriculum model appealed to the parents as a common sense means of finding out where their child was and helping the child achieve what he was capable of doing.

One will notice through Figure 6 that the vocal parents move the most during the Information and Accommodation phase. As one parent summed up opinion, "We didn't care if it was IGE or some other acronym, we wanted a system which would show us where our child was and would help that child achieve." Criticisms were made of the amount of testing, but nobody complained when test scores revealed impressive gains. Some accommodation occurred through rational search to complete the IGE organizational model with the designation of Pilot School status and additional monies. There

Figure 6

Pluralist School-Community

Zone of Tolerance



KEY

A=Staff and Principal
B=Vocal Parents
B'=Mass of Parental Opinion

may have been less student movement during the second year of IGE implementation. Volunteers and tutors were used to a great extent to work on math and reading curriculum areas. The net effect, however, was that the mass of public opinion approved the IGE instructional program when academic test scores provided the proof that the system worked and that it did what they wanted it to do.

The triangles in Figure 6 depict the zones of tolerance in Pluralist School-Community from initiation to acceptance of IGE. During the initiation process, the educators (A) were ahead of the vocal parents with a more cosmopolitan attitude towards change and definitely ahead of the mass of public opinion. However, a zone of tolerance which included the educators, vocal parents, and general parental groups formed during the information and accomodation processes, when parents realized that the educators were making sincere efforts to improve their children's education. Later, once test scores showed statistical proof for educational improvement, consensual acceptance was insured around a tighter zone of tolerance.

Factional School-Community*

The implementation of Individually Guided Education at New School followed a set of parents committed to an alternative elementary program who had visited the district's executive elementary principal, gone to the district's successful IGE school, and liked the program as well as the principal, and then served as the core of parents who would serve in leadership roles during the school's sometimes turbulent first two years.

Medium City has a population of approximately fifty thousand, with no dominant industrial base, but an important rancher population. Medium City's district encompasses some seventy thousand inhabitants (Medium City plus substantial outlying regions) and has a history of educational innovation for the last fifteen years. They were among the first to implement an IGE program in the state.

Factional School Community actually consists of three tracted suburban areas south of the city. The tracts are separated by two or three miles each, and the school is located in the middle tract area. An average difference of five to ten thousand dollars separates housing value in each of the three areas, and one might conclude that the parents range in age from young parents with young children to older parents with young as well as older children.

After the district selected the existing IGE school principal to open New School, he carefully chose a younger, idealistic teaching staff. They voted to become an IGE school and sent their principal and unit leaders to

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* A case study which peripherally draws upon the data presented here as Factional School-Community will be forthcoming as "Johnson is Our School" by William R. Miles, Case in James M. Lipham and Marvin J. Fruth, THE PRINCIPAL AND INDIVIDUALLY GUIDED EDUCATION, Addison-Wesley Publishing Company, Reading, Mass., 1976.

a Principal/Unit Leader staff development session the spring prior to the fall school opening. They continued staff development during one week of unpaid work prior to the opening of school.

IGE was introduced to the parents at New School at a formal presentation in June which included an overview with a movie, a skit, a coffee hour, and time to chat informally. Parents later reported that the movie and skit were not well received. Some parents became involved the next fall in New School's parent advisory board and PTO and also served on an "Evaluation of Reporting Pupil Progress" committee which recommended scrapping the standard report card for a longer, criterion-based checklist with comments. The principal initiated a vigorous set of home-school-community programs and activities during the first year of operation which capitalized on informal discussions and an open door policy to encourage parents to visit the school to observe the program and interact with teachers.

An overcrowding/boundary problem became acute by Christmas of the first year, and after a heated discussion, the Parent Advisory Board squeezed two more teachers out of the assistant superintendent. A later solution to the overcrowding/boundary problem was a bus which would take children from New School back to a more traditional school. This alleviated both the overcrowding and served as a "safety-valve" mechanism for those parents who wanted their children in a more traditional program. Seven parents pulled eleven children out the next fall, and that number increased to approximately twenty-five children by the second year of operation. Strong elements of factionalism existed both in the separate attendance areas as well as among an unorganized group of more traditional parents who either moved or put their children on the bus to the more traditional school. Elements of jealousy and ill feeling also became generated towards the school during

the second year of its operation from people outside the attendance area. They felt that the school and the IGE program was put on a pedestal and received special treatment from district personnel. A sense of acceptance seems to have emerged at the end of the first year of operation and could be documented by a PTO poll which showed seventy percent in favor of IGE, twenty-one percent in favor of a more traditional program, and nine percent feeling that all schools are the same.

McCarty/Ramsey Framework: Factional School-Community

McCarty and Ramsey's factional districts usually have some structural reason for factionalism in the community: one side of town versus another, black versus white, etc. The factional section of the model is as follows:

Factional Community	Factional Board	Superintendent as Political Strategist

The school board follows the leadership of the majority faction, and the superintendent has to be sure to stay attuned to the majority in control through skillful political maneuvering. Again, the three parts of the model will serve for closer analysis of the efficacy of the model at the school attendance level. Analysis is aided by having an intervening board between the community and the principal in Factional School-Community--a Parent Advisory Board.

The School-Community. Factional School-Community had some structural reasons for their factionalism. The school served three distinct and tracted housing areas, was overcrowded, and boundary readjustments needed to be made. However, another element of factionalism was evident in the emergence of a "we/they" split in the parental community between those who favored the innovation and school program and those who favored a "more academic" program and made use of the bus to the more traditionally-oriented school. In many

cases the more traditional school was the one to which their child had gone to prior to the opening of Factional School. In addition, the parents who opted for the traditional alternative were often older and with older children who were academically successful, and their younger children were not as successful in school. The suggestion here is that factionalism definitely existed over the question of a scarce resource (Who was the school built for?), but factionalism could also be seen on a traditional-to-emergent values continua.

The Principal. In the Factional School-Community the principal could be called a political strategist. Critical analysis indicates that the factional principal did act in that way. He worked with the parents who were interested in pursuing his type of program, attempted to appease those who did not, and finally supported a move to remove his opposition from the school by means of a bus. In the other major issue at Factional School-Community, the boundary question, the principal took a stance (he asked for an addition to the school) which was fiscally impossible, but politically adept. He alienated no one except the central office administrators by asking for an addition.

The Parent Advisory Board. Several of the parents who served in leadership roles on both the Parent Advisory Board and the PTO during the first two years readily admitted that they wanted to see IGE be a success at New School. They were open about a "we/they" split in the community over the boundary issue and the academic quality of the program. During the first two years there was quite clearly a factional group which initiated and maintained support of IGE to the exclusion of others who might have been critical. One key Parent Advisory Board member summed up these feelings adequately when he said, "Yes, I heard that there were some who did not like

IGE and who wanted to get elected to the Parent Advisory Board, and not only did my wife and I attend the organizational meeting, but we also got our friends out as well to thwart their efforts."

Policy Process

Initiation of IGE at New School began as a search for an alternative type of program for the school prior to its completion (see Figure 7). It was facilitated through the central office and the existing IGE school.

Information to the parents of New School came in the form of a movie and skit in June as well as through less formal discussions the following fall by having parents meet in their respective units. The small group discussions were each coordinated by members of the Parent Advisory Board which, in turn, was made up of the committed minority of parents who had initiated the search for an alternative program in the beginning.

Accommodation very clearly occurred in two ways, bargaining and rational search. Partly as a means of alleviating the overcrowding, but also to allow parents who were unhappy with the instructional program, a one-way bus was offered for the second year of implementation away from New School back to a more traditional school which several of the children had attended before New School was built. It was a one-way bus in that students from outside the attendance area were not allowed to be bused into the school; only the children of the disgruntled parents were bused out. The bargaining element appears quite clearly in the way in which the solution was achieved. Parents also provided data in the form of a survey which indicated that noise and discipline were chief concerns. The PTO provided money for barriers to be built between the pods over the summer so that the second year of implementation would be less hectic.

Figure 7

Factional School-Community

"Staging of IGE Implementation"

INITIATION (November, 1971)

IGE already existed in the district, and a concerned parental group initiated a request for an alternative program for their new elementary school.

INFORMATION (Spring, 1972 to fall, 1972)

Parents maintain that when they heard of the principal selection (the principal in the existing IGE school) they knew it would be an IGE school, but the staff voted (spring, 1972) to "go" IGE and then had parents in for a formal presentation. Units met their parents the following fall to talk informally about the program.

ACCOMMODATION (Fall, 1973)

Staff, using PTO money, built barriers between the pods prior to school's opening the second year, partly in response to a survey which indicated that discipline and noise were the biggest problems. A bus was provided, partly to alleviate the overcrowding, and also to allow those parents unhappy with the program to take their children to a more traditional program.

ACCEPTANCE (Spring, 1973)

A PTO poll indicated that 70 percent of those returned (60 percent return rate) were happy with the IGE program.

Zone of Tolerance: Factional School-Community

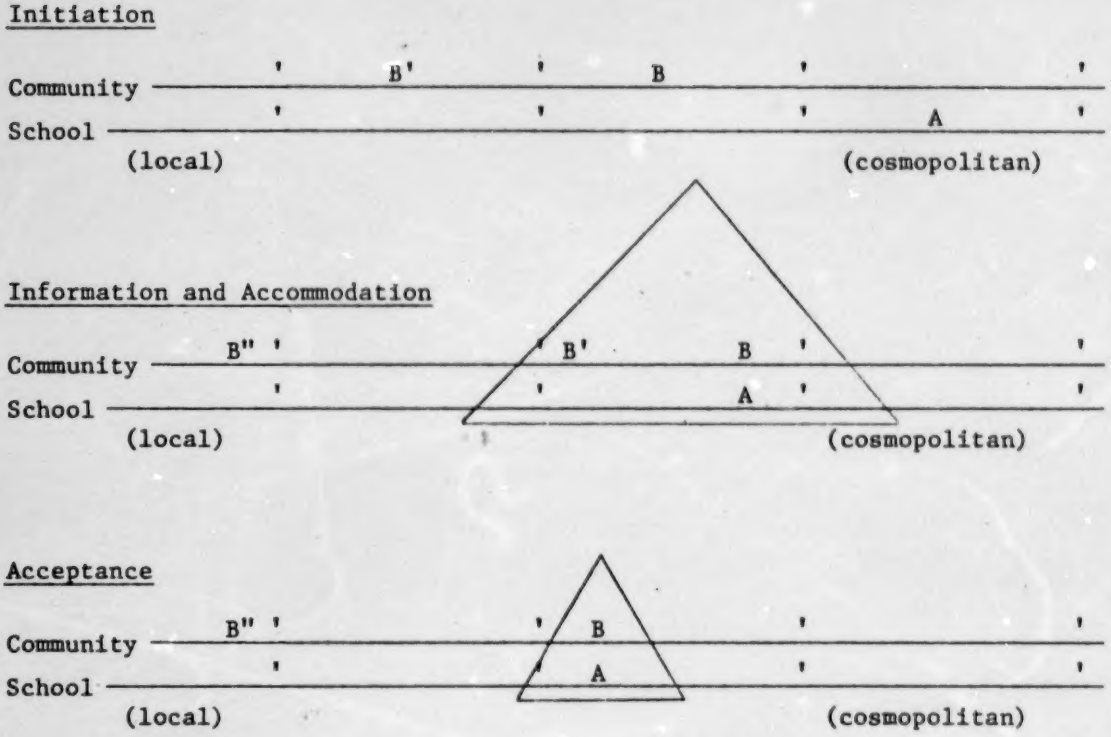
IGE was presented to the Factional School-Community as a better way of providing elementary school education. The principal of New School is a native of Medium City and had built and impressive record of leading educational innovation in the district. People respected the principal more on the basis of philosophy and expertise than trust.

The triangles in Figure 8 show the zones of tolerance in Factional School-Community from initiation to acceptance of IGE. The school clearly started out ahead of the mass of public opinion (B') in Factional School-Community but with a supportive, vocal minority (B) of committed and concerned parents. Through the periods of information and accommodation the school moved back towards the local end of the continua, and the community moved toward the cosmopolitan end, but a new group formed from their coalescence. B" represents the die-hard academically-oriented parents who wanted school only as they had known it. Acceptance with the school and the mass of public opinion in Factional School-Community arrives with consensus of informed opinion. Parents and teachers agreed alike at New School that no parents knew more about what was going on at school than they did. Coffees, school visitations, talks, and volunteering all provided parents a first hand experience with what was happening at school. As they saw their children enjoying school, and as the program smoothed out, they, in turn, became more accepting of the instructional program. Acceptance can be documented at the end of the first year of implementation by the poll mentioned above.

Figure 8

Factional School-Community

Zone of Tolerance



KEY

A=Staff and Principal
B=Concerned & Committed Parents for Change
B'=Mass of Public Opinion
B"=Die-hards

Dominated School-Community

Individually Guided Education became known as the unit plan in this predominantly black, lower socioeconomic area located in a suburban setting near a major western city. A district master planning committee had been searching for an organizational pattern which would individualize instruction for its youngsters. The committee visited multi-unit schools in Wisconsin and Oregon in the late 1960's.

Dominated community is an area which has seen a shift in community population and school board leadership from white to black in the last ten years. A group of influential businessmen and educators formed an informal caucus which promoted school board candidates beginning in 1967. The current superintendent of schools got his job through community demonstrations of support after a lame duck board had attempted to appoint another black educator from outside the district.

The current superintendent and a bright, energetic college teacher of education merged an East African cultural awareness of the extended family into the multi-unit school concept and called it "Community Family Guided Education." Their long-term goals were to break down the professional lock on the education of children by including parents as decision-makers at the unit, Instructional Improvement Committee, and mini-board levels. This program, in turn, was oriented to serve as a community development vehicle to help bring the black families out of the culture of poverty. Client control of school services was seen as the means through which blacks would find legitimacy in their educational institutions.

The district selected Moribund School as their target school for implementation of the unit plan. The Title III center had lost funding, and the schools suffered from a lack of staff development leadership.

During its first year Moribund School had two units of ten teachers each. Teachers in the upper unit decided among themselves that the units were too large, and split them according to personality preferences for the next year. Very little was done with parents the first year. Teachers recalled only a few telephone calls from parents who wanted more information about their child's placement. During the second year of operation, they had an open house in which they explained the concept to parents. Attendance was not outstanding. Several men in the community work two different jobs and their wives may work as well. This made it difficult for parents to become involved in school affairs. That reason may also be the key to understanding why the decision-making modes for parents at the unit, Instructional Improvement Committee, and mini-board levels were not well attended. Teachers felt that there was a credibility gap from what the ideal view of Community Family Guided Education was and how it was actually functioning at Moribund School. However, the leaders of the innovation readily admitted that there was a gap between the ideal and real but that Community Family Guided Education should be seen as a long term rather than an immediate innovation.

There were no major issues in Moribund's school-community, and dominance was not perceived at that school-community level, though the district was clearly dominated by a few key individuals. A sense of acceptance was probably not important in Moribund's school-community, but those parents to whom it did make a difference were handled by informal discussion during the second year of implementation.

McCarty/Ramsey Framework: Dominated School-Community

McCarty and Ramsey's dominated school district represents the stereotypical mill town where all efforts need to be coordinated through a clique of controlling participants. The dominated section of the model

appears in this way:

Dominated Community	Dominated Board	Functionary Superintendent

The School-Community. The quiescent nature of the school-community and working patterns of the parents has been documented. One teacher expressed what may be the typical attitude of the parents by relating a conversation with a parent who said that they (the parents) were "grateful for all the teachers could do for their child because the child was already more educated than the parents, and how could we (the parents) begin to work alongside the teachers in prescribing an educational program."

The Principal. The principal was hired by and maintained close ties with the controlling elite at the district level. He went along with their programs and schemes and, in turn, received support from the central office and the board. He should not be viewed strictly as a functionary, but certainly responsive to the programs of the dominant group at the district level. However, at the school level, he clearly ran the show and generated the local thrust for the educational program.

The Parent Advisory Board and the Mini-Board. The mechanisms exist in Dominated School-Community for dominance to be achieved by a select group of parents. Title requirements mandate a Parent Advisory Board, and the Board of Education has set up what they call mini-boards to which they would like to extend discretionary power over budget and personnel. A committed elite could easily gain control of these mechanisms should the issues or the times prove propitious.

Policy Process

IGE was encouraged by central office and a locally adapted innovation

which met both the needs of a "better" educational program and the black cultural awareness vehicle of Community Family Guided Education. Initiation and information first flowed through the central office to the collective elite around the board of education and the caucus which supported the board and the superintendent (Figure 9).

Accommodation occurred within the school, but probably not as a result of parental involvement. Changes were made in the original intent of the innovation with different team makeups and planning time. The IGE program and the multi-unit school, in effect, went "public" with the advent of the Community Family Guided Education thrust from the central office clique in 1972-73.

Acceptance carries many meanings with it in a dominated environment. In this case, the possible critics were handled through telephone calls and interpersonal communication in the first year, and definitely by the Back to School Night during the second year. Acceptance, again, probably meant a child coming home happy with his instructional program, not confused or bewildered by changing teachers or new jargon.

Zone of Tolerance

One can see through Figure 10 that the district change agents (B) were in the forefront of the change effort at both the district level and later at the school level. They got their mandate through a series of board elections where caucus-sponsored, change-oriented black parents were elected to the board of education.

The committed change agents group led the community in the change effort and only much later brought the school (A) and school-community (B') into the change effort. As for acceptance, in a dominated school-community

Figure 9

Dominated School-Community

Policy Process

INITIATION (1968-70)

A concerned group of parents at the district level hire an Afro-American superintendent, the first in the [illegible]e, to begin a systematic change process. His master planning committee visits and views several alternatives over a two year period, but finally focuses on the multi-unit school as a viable alternative.

INFORMATION (1971-73)

In this case, information should be looked upon first as a district prerogative, and later at the school level. Little was done outside the leadership clique to make others aware at the district level of the multi-unit school and its emerging implications which resulted in Community Family Guided Education. Staff did little at the Pilot School during the first year of implementation, 1971-72, to report to parents. Some parents may have known about the innovation through working at the school in a support fashion. During the school's second year of implementation, they attempted to hold unit meetings for parents during parent conference time, but attendance was poor.

ACCOMMODATION (1972-73)

Teachers realized at the end of their first year that a ten member unit was too large, and broke it up into two five member units based on personalities. Student movement, particularly in the intermediate unit, was shortened after diagnosis of the situation revealed that it may have excited the children too much.

ACCEPTANCE (1972-73)

Teachers reported that some influential parents telephoned during the first year of implementation to ask about student placement. The parents who could make trouble, according to teachers, were at the fall, 1972 Back to School parent/unit meetings and had their questions answered. The mass of parents were probably happy when they realized that their children were happy with their instructional program.

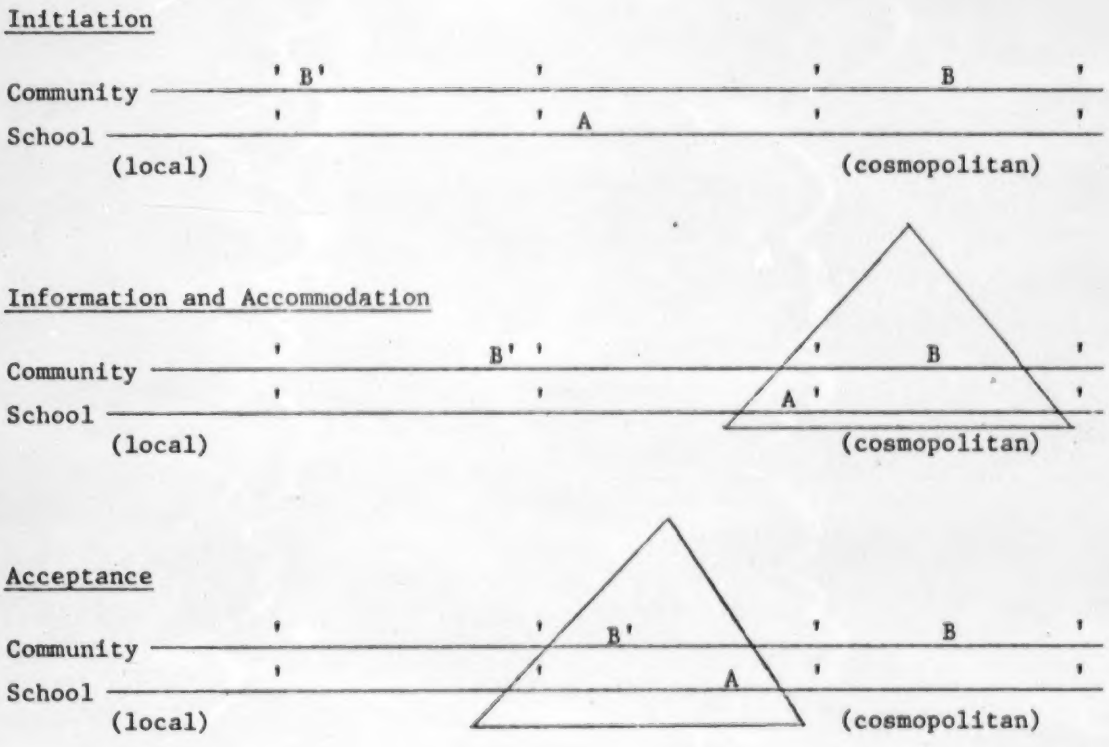
it means designation and cooptation of the significant opinion leaders in the school-community which occurred both at the district and the school level. Teachers admitted that the great mass of parents probably knew little about the multi-unit plan, IGE, or Community Family Guided Education. Acceptance for the great mass of parents occurred when the program worked for their child.

The triangles in Figure 10 show the zones of tolerance in Dominated School-Community from initiation to acceptance of IGE. The district level change planners (B) were definitely way out ahead of both the school (A) and the school-community throughout the implementation process. A zone of tolerance for their leadership emerged including the school personnel and the district level planners during the Information and Accommodation processes. However, the school (A) and school-community (B') moved into a consensual acceptance of the program during the Acceptance process. The district level change planners (B) still were ahead of the other two groups pushing for more meaningful change in Community Family Guided Education.

Figure 10

Dominated School-Community

Zone of Tolerance



KEY

A=Staff and Principal
B=District Level Change Planners
B'=Mass of Public Opinion

Conceptual Framework Revisited

Each of the three conceptual frameworks--community typology, policy process, and zone of tolerance--will be discussed and reanalyzed in the light of the four exploratory case studies presented in this research. Future research directions, both exploratory and verificational, will be indicated. Recommendations to practitioners will follow in an attempt to capsulize the research findings on a practical level.

Community Typology at the School Attendance Level

The McCarty/Ramsey working hypotheses which guided the early selection of schools proved useful in providing sample variance. Data was found in three of the four community types, (Dominated School-Community the exception) to support the Inert-Factional-Pluralistic-Dominated Model.

Evidence can be found in the community power and educational research literature to support different elements of this type of model. However, its uniqueness rests in its application at the school attendance level. Summerfield's[16] four elementary school attendance area case studies each had a different political style, but he used interest group theory to explain the resource allocation patterns which came from the central office. The building principal also for Summerfield was an important part of the analysis. The analysis of consensual elites seems to support some of Summerfield's group theory results; that is, groups form on the basis of needs and issues, but will vary in different socioeconomic settings. Certain adaptations need to occur in bringing the model down to the building level, but overall, it appears a useful one in interpreting interaction in the home-school-community environment given the assumptions of the autonomy of the building principal and the critical role of access to information and policy direction.

Future Research on Community Typology

Exploratory research is needed to investigate the effects of population transiency on school-community participation. Transiency would seem to be a critical variable in predicting community type. Exploratory research is also needed on the intervening variables surrounding the level of issue resolution. Is the level of issue resolution a function of the control over information? What part does the element of trust in the professionals play? And what are the determinants of trust? Verificational research would seem to be possible to take the working hypotheses of this study and broaden their scope and interpretation into some definitive schemes of community typology at the neighborhood or building level.

Policy Process

The efficacy of the four-phased scheme from the case studies seems to indicate that the policy scheme is helpful in understanding the phases of implantation to acceptance if one recognizes the non-linearity of the model. In other words, it would be logical to expect that legitimacy would come after accommodation, but in two of the cases, legitimacy actually preceded accommodation. What appears evident from the 150-180 interviews in the four school-communities, however is that there are discernible patterns of acceptance, rather than legitimation. Acceptance would probably connote more of a general awareness and at least acquiescence rather than the formalistic legitimation.

Two points will be made in a discussion about the role of key actors with advantages, skills, and knowledge in the policy process. First, the successful schools (schools without conflict as a result of the implementation of the program) stressed what the innovation was doing for the individual child rather than to attempt to educate the parents of the "glories" and ramifications of the IGE system. Second, information and access to it was the key variable in each of the four cases, though, there may be some indications that deep-seated values may be an important variable as well.

Concerning the observation that the child served as the focal point of successful implementation rather than the program per se, it is important to stress the manner in which diagnostic curriculum and continuous progress became translated in terms of doing what was best for the child. In effect, educators were able to say to parents, "We're going to take your child from where he/she is and allow your child to progress as far and as fast as he/she can." This tactic worked in Inert Community, Dominated Community, and Pluralist Community, but was not followed with strict adherence in Factional Community. There, the program was stressed in an abstract sense and only later did the school zero in on the benefits which would accrue to the individual child.

The key actors in each of the four cases tended to be positional in nature. This provides some additional data for the hypotheses Goldhammer[17] had posited some ten years ago. Initiation of change was managed in each case through the central office with key school-community support.[18] Nevertheless, the role of the principal was critical for success.

In terms of the use of information and the role of key actors in a political sesne, one realizes that the translation of the program to the

parents came under the critical guidance of the principal. Sarason[19] has aptly described, and Wolcott[20] reinforced, the autonomous role of the principal in terms of what goes on at the building level. In each of the four cases, it was skillful management of information, programs, activities, and resources by the principal which facilitated the successful translation of the shcool program to the parents. It seems very clear from this research that the principal made the successful innovation go in the eyes of the parents. A school may have had an excellent staff, but if the principal is not able to manage the program and present it to the parents in an interesting and meaningful way, it will not be judged a success.

Future Research on Policy Process

The time appears ripe for some "harder" verificational types of research involving attitudinal pre- and post-testing, issue nomination, participant observation to determine what the discriminating factors are in the access to and use of information. What makes one set of educators in one community select the correct language and others fail? Unsuccessful schools should be studied and the principal's roles documented to contrast their problems with other successful schools.

What triggers the need for innovation in parental opinions? Research should build on the social systems framework used in the Williams et al.[21] to link information, values patterns and leadership style into some verificational findings on the interrelationships of the three variables.

It seems important to acknowledge the significant roles which individual parents and board members played in helping translate and guide the implementation of the innovation among the parents. Educational researchers have documented from Robertsdale[22] and Springdale,[23] just to

acknowledge the best known, that interested and knowledgeable parents and non-educator individuals can serve as opinion leaders in the community.

What the data seems to suggest is that successful management of information occurs through a consensual elite. In the four cases examined here, the consensual elite was primarily made up of professional educators and selected change-oriented parents to form a core of opinion leaders in each school-community. The consensual elites were the early believers in the innovation effort, believers that the innovation meant a better education for their child.

Zone of Tolerance

It would be useful to analyze the zone of tolerance definition again in that the "amount of leadership given or yielded to school officials" indicates a direction of information flow as a given of the analysis.

What has not come out in analysis of zone of tolerance to date, however, is the difference in zones discussed using the literature in Moynihan and McGivney's Teachers College Record piece. Not only is it logical to expect that zones may be different for different types of community, but it now can be documented with case study research on the type of community variance which is suggested in the literature and the McCarty/Ramsey community variance framework.

Something which is not expected in the zone of tolerance is the key role which school parent influentials seem to play in each of the four cases in this research. In each case, including even the Dominated School-Community and Moribund School, the principal and unit leaders instinctively worked with parents who had similar values and attitudes towards the innovation. Surely a self-selection process occurred on the part of the parents. However, it might be useful to look at the public opinion in general

as a bipolar continuum, with one end of the continuum being the die-hard "school as I knew it" type of individuals and the other end of the continuum being the change-oriented parents. Designation of those opinion leaders coupled to the slogan systems which would work best in that setting might be the type of school-community relations needed to successfully present the implementation from the parents' point of view. The suggestion clearly is that a few key individuals would either serve to criticize the program if either (a) they were among the designated opinion leaders, or (b) they didn't agree with the thrust of the innovation. However, once those key opinion leaders had been designated and could serve as lightning rods out in the community, they seemed to be able to move the general mass of opinion over to acceptance.

Katz and Lazarsfeld[24] pioneered the ideas of opinion leaders, and research has filtered through doctoral dissertations in the past ten years to substantiate their findings.[25] What is needed, moreover, is more hard case study data on the exact intervening variables between the school's intuitive or positional selection of these opinion leaders and the opinion leaders. This type of conceptual research could prove of wide benefit for practicing school administrators.

Future Research on the Zone of Tolerance

Two adaptations were made to the zone of tolerance concept. The continua from local to cosmopolitan was divided into four quadrants using the ' configuration. Three different zones of tolerance were presented by recasting the acceptance of the innovation into the policy process phases: initiation, information and accommodation, and acceptance. These changes imply some attitudinal survey instrumentation in future research

attempts on the zone of tolerance.

Analysis should be made of those schools who have either dropped out of IGE or another similar innovation to learn from their failures. What aspects were missing from their implementation histories which the successful schools seemed to have? The problems in gathering data rich enough to supply hard answers to soft questions might lend itself more to participant observation than factum open-ended interviewing types of studies.

Recommendations to the Practitioners

Above all else, these concepts seem to be coming through the seven case studies completed to date (four selected for this study). (1) A successful home-school-community relations program focuses on the child. It is a wrong tactic to take to attempt to explain the benefits and philosophy of a particular program if the child is not made the heart of that analysis. Don't tell parents about the program in the abstract, tell them how it's going to effect their child. (2) Spend the great deal of your inservice time and preschool attention to having a smooth running program. Administrators might consider and build in some student inservice to help them understand the new system, particularly if, on the elementary school level, it involves more student movement than they are normally accustomed to. Children are the greatest ambassadors of their school, and if they come home confused or unhappy, it will not take very long for it to filter back to the school through parents. (3) School officials should identify and involve key school-community influentials early in the innovation history. They should gain skills of building a reputational type of grid so that they can identify and win over the opinion leaders in the school-community environment. (4) Finally, when the educators think they might

have the major problems of the implementation process solved, they should plan a major survey effort to obtain hard based feedback on the program and a documented finding of acceptance or rejection.

Summary

Exploratory case study research should be undertaken when previous research shows a lack of conceptual sets ready to verify in a larger setting. Home-school-community relations literature is certainly lacking, at this point, a set of researchable hypotheses. However, out of research of this type, one can see trends emerging which may build on the concepts discussed in this paper.

The wrong variables may have been isolated for analysis. Memories may have proven poor in the nature of post factum research. Selection of schools could have been better, somehow, to reduce any type of Hawthorne effect or halo effect. However, at least an attempt was made to begin a research dialogue on the critical aspects of home-school-community relations.

FOOTNOTES

1. see Neal Gross, Joseph B. Giacquinta, and Marilyn Bernstein, IMPLEMENTING ORGANIZATIONAL INNOVATIONS (New York: Basic Books, 1971) and Seymour B. Sarason The Culture of School and the Problem of Change (New York: Allyn & Bacon, Inc., 1968).

2. Theodore J. Jenson and Frederick Staub "School-Community Relations" Review of Educational Research, 31, October 1961, pp. 406-413. A related work which might help students enter the literature would be Don Davies CITIZEN PARTICIPATION IN EDUCATION ANNOTATED BIBLIOGRAPHY, (New Haven, Conn: Institute for Responsive Education, 1973).

3. The review will be contained in a technical report forthcoming from the Wisconsin Research and Development Center for Cognitive Learning, 1025 W. Johnson Street, Madison, Wis. In addition, the Center will publish an extensive review of the Home-School-Community Relations literature this year as well as a book of case readings on the implementation of IGE and Home-School-Community Relations programs and activities.

4. Harry L. Summerfield, The Neighborhood-Based Politics of Education, (Columbus, Ohio: Charles E. Merrill Pub. Co., 1971).

5. Marvin J. Fruth, B. Dean Bowles, and Richard H. Moser, Home-School-Community Relations for IGE (Wisconsin Research and Development Center, 1974), p. 4. (mimeographed).

6. David Easton, A FRAMEWORK FOR POLITICAL ANALYSIS (Englewood Cliffs, N.J: Prentice-Hall, Inc., 1965) pp. 111-113 and Frederick M. Wirt and Michael W. Kirst, THE POLITICAL WEB OF AMERICAN SCHOOLS (Boston, Mass: Little, Brown, and Co., 1972) p. 13 and Jay D. Scribner, "A Functional-Systems Framework for Analyzing School Board Action," EDUCATIONAL ADMINISTRATION QUARTERLY 2 (Autumn, 1966) pp 214-215 and William J. Moynihan, MILTON SCHOOL SYSTEM: A STUDY IN THE POLITICS OF EDUCATION (Unpublished Ph.D. Dissertation, Syracuse University, 1973) p. 65.

7. R. M. Cyert and J. G. March, A Behavioral Theory of Firm (Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1963) and Michael Crozier, The Bureaucratic Phenomenon (Chicago: University of Chicago Press, 1964), Chapters 6-8; also see Graham Allison "Conceptual Models and the Cuban Missile Crisis." American Political Science Review, Sept., 1969, Vol. LXIII #3, pp. 689-718; and John Child "Organizational Structure, Environment, and Performance: The Role of Strategic Choice," Sociology 1972, V. 6, pp. 1-23; and Alfred G. Chandler, Strategy and Structure, Cambridge, Mass: MIT Press, 1976; also Chris Argyris "Some Limits of Rational Man Organizational Theory," Public Administration Review, 33, 1973, pp. 253-267.

8. Robert A. Dahl, WHO GOVERNS (New Haven, Conn., Yale U. Press, 1961).

9. Don J. McCarty and Charles E. Ramsey, THE SCHOOL MANAGERS (Westport, Conn.: Greenwood Publishing Corporation, 1971)

10. For other community typologies, see Peter H. Rossi, "Power and Community Structure", Midwest Journal of Political Science, IV, Nov. 1960, pp. 390-401 and Fred D. Carver and Donald O. Crowe, "An Inter-Disciplinary Framework for the Study of Community Power", Educational Administration Quarterly, V. 5, Winter 1969, #1, pp. 50-65.

    Three excellent community power readers appeared in the late 1960's and are recommended. Terry N. Clark, ed. Community Structure and Decision-Making Comparative Analyses;(San Francisco: Chandler Publ Co.,1968 Michael Aiken and Paul E. Mott, editors, The Structure of Community Power, N.Y.: Random House) and Alan Rosenthal, ed. Governing Education.

11. See Gerald Zaltman, Robert Duncan, and Jonny Holbeck INNOVATIONS AND ORGANIZATIONS (N.Y.: John Wiley & Sons, 1973). For examples in educational research see Richard O. Carlson, ADOPTION OF EDUCATIONAL INNOVATIONS (Eugene, Oregon: CASEA Publications, 1965) also Richard O. Carlson CHANGE PROCESSES IN THE PUBLIC SCHOOL (Eugene, Oregon: CASEA Publications, 1965) and W.W. Charters et al THE PROCESS OF PLANNED CHANGE IN THE SCHOOL'S INSTRUCTIONAL PROGRAM (Eugene, Oregon: CASEA Monograph #25, 1973. An exception to this intra-organization focus could be found in Robert F. Agger and Marshall N. Goldstein, WHO WILL RULE THE SCHOOLS: A CULTURAL CLASS CRISIS (Belmont, Calif., Wadsworth Pub. Co., 1971) where they used two large districts as the units of analysis.

12. Joseph McGivney and William Moynihan, "School and Community," TEACHERS COLLEGE RECORD 74, 2 (December, 1972), p. 221.

13. Arthur J. Vidich and Joseph Bensman SMALL TOWN IN MASS SOCIETY (Princeton, N.J.: Princeton University Press, 1968 Edition).

14. Laurence Iannaconne and Frank W. Lutz, POLITICS, POWER AND POLICY: THE GOVERNING OF LOCAL SCHOOL DISTRICTS (Columbus, Ohio: Charles E. Merrill Pub. Co., 1970)

15. Laurence Iannaconne, "The Field Study in Educational Policy Research", Address prepared for the U. of Wisconsin-Madison Conference "Policy Research: Methods and Implications," May 2, 1974. (mimeographed)

16. Harry L. Summerfield, THE NEIGHBORHOOD BASED POLITICS OF EDUCATION.

17. Keith Goldhammer, "Issues and Strategies in the Public Acceptance of Change" an address presented to the "Conference on Educational Issues in a Changing World", Nov. 18, 1965, Maui, Hawaii, ERIC ED 010 224.

18. This coinsides with Lacy's findings in Indiana. See Dennis Gale Lacy "Methods of Introducing Individually Guided Education (IGE) Programs in Selected School Systems in Indiana," unpublished Ed.D. dissertation at Indiana U., 1972.

19. Iannaconne and Lutz, POWER, POLITICS AND POLICY: The GOVERNING OF LOCAL SCHOOL DISTRICTS.

20. Vidich and Bensman, SMALL TOWN IN MASS SOCIETY.

21. Richard C. Williams, Charles C. Wall, with Michael Martin and Arthur Berchin, EFFECTING ORGANIZATIONAL RENEWAL IN OUR SCHOOLS, N.Y.: McGraw-Hill Book Co., 1974.

22. Elihu Katz and Paul F. Lazarsfeld, PERSONAL INFLUENCE (N.Y.: The Free Press, 1965).

23. See Bernard Masse "A Comparison of the Relationship of Influentials to Schools in High and Low Financial Support Communities" DAI 26/01/171, and Paul Cameron Holman 'Community School Leaders Functioning as Personal Influence Leaders" DAI 26/08/4416, and also Raymond Steinert "Community Power Structure in Relation to Implementation of Controversial Issue Programs in Nebraska Elementary Schools", unpublished EdD. dissertation at U. of Nebraska, 1971.